

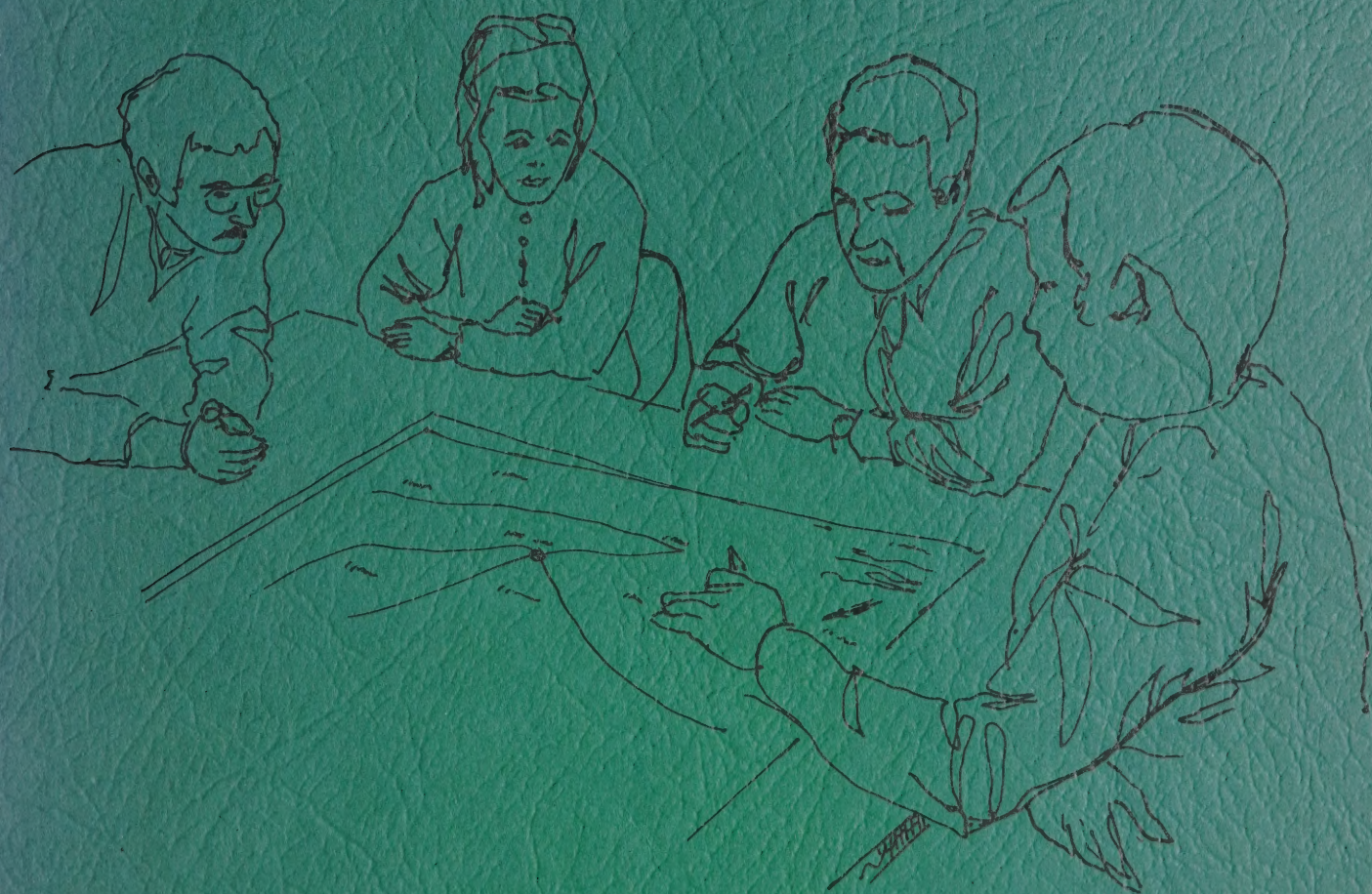
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GUIDELINES FOR PUBLIC PARTICIPATION
IN THE TRANSPORTATION PLANNING
PROCESS

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Environmental Planner
Environmental & Feasibility
Studies Office
Environmental Studies Section
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GUIDELINES FOR PUBLIC PARTICIPATION IN THE PLANNING PROCESS

I INTRODUCTION

"Wiring 'the public' into the system making them a part of the guidance machinery of the society is the most critical political task of the coming generation." Alvin Toffler, Future Shock, 1970, pg. 479.

This report outlines procedures for involving informed public opinion in the planning process. Its purpose is guidance. It is not to be misinterpreted as a rigid directive on public participation. The most important element of any such program must be its flexibility.

Figure 1 is a schematic representation of public participation in the planning process.

I-1 The Objective of Public Participation

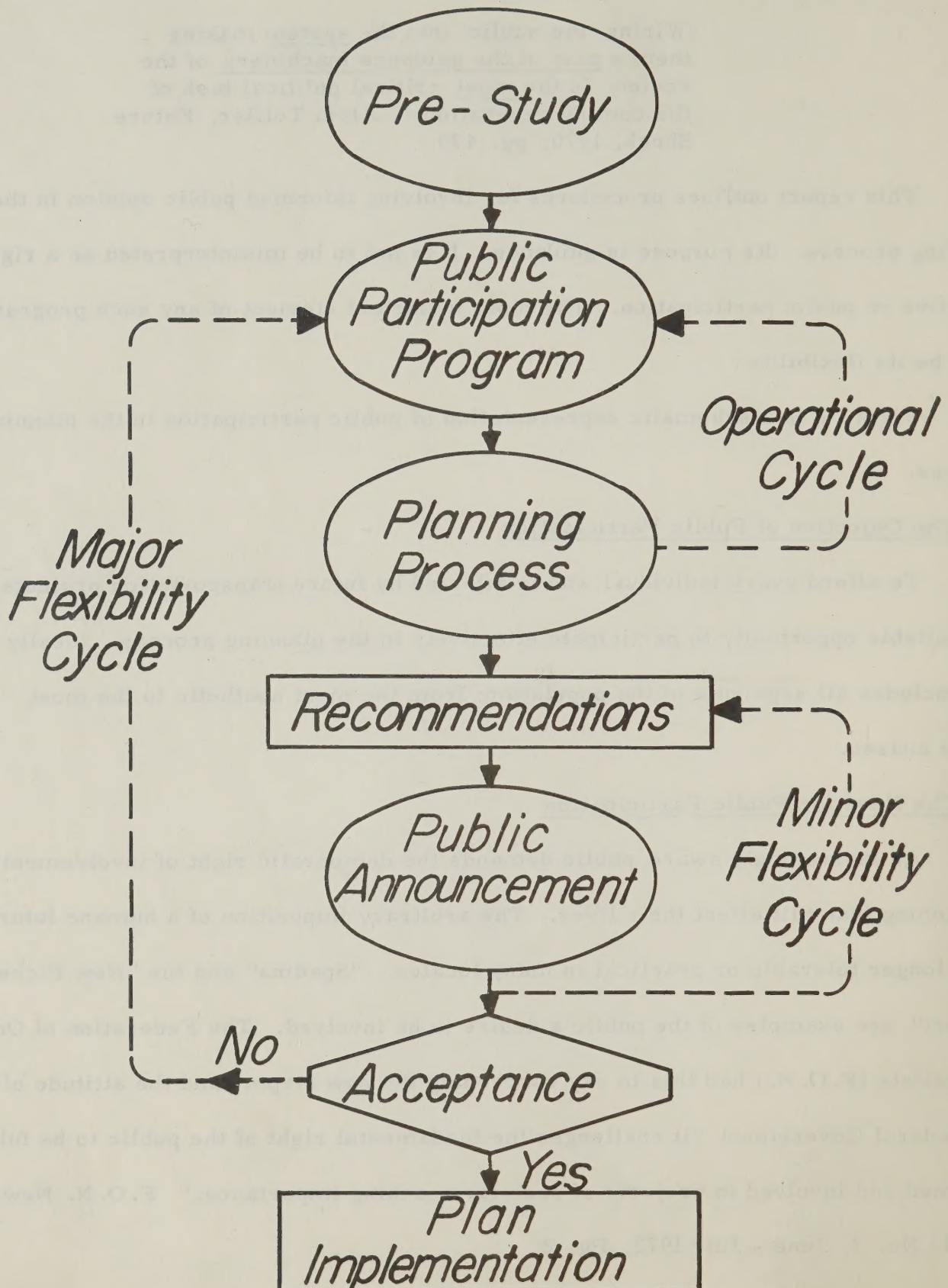
To afford every individual who is affected by future transportation projects an equitable opportunity to participate effectively in the planning process. Ideally this includes all segments of the population; from the most apathetic to the most active citizen.

I-2 The Need for Public Participation

An increasingly aware public demands the democratic right of involvement in planning that will affect their lives. The arbitrary imposition of a humane future is no longer tolerable or practical in many locales. "Spadina" and the "New Pickering Airport" are examples of the public's desire to be involved. The Federation of Ontario Naturalists (F.O.N.) had this to say concerning the new airport and the attitude of the Federal Government "it challenges the fundamental right of the public to be fully informed and involved in projects of such far reaching importance." F.O.N. Newsletter, Vol. 13 No. 3, June - July 1972, Pg. 2.

Figure I

Public Participation



I-3 The Approach to the Guidelines

These guidelines for the design of public participation programs have been developed on the basis of actual experience to date and a judicious use of the existing knowledge. Such a program must effect the optimum balance between: community (public) needs, project goals and available resources, while maintaining the flexibility to respond to any unexpected development.

I-4 The Program Structure

A public participation program can be considered to occur in two basic phases. The first phase is the start-up and program design phase. The final phase is the integration of the public participation program within the planning process (implementation phase).

Two levels of participatory methods have been considered - prime and support. The prime methods (public forum and citizen's advisory group) are so designated for the following reasons. They are easily identifiable by all segments of the affected community as part of an on going participation program. They are well adapted to a cyclical exchange of information with the public. They incorporate a high degree of flexibility in their composition and operation. They are efficient and well suited to a staged planning process. The role of the support methods is to improve the participation process by overcoming the shortcomings of a given primary method when it is applied within the context of a particular community and a specific project. A total participation program is a composite of one or two prime methods and generally a number of support methods.

Before a public participation program can be designed and implemented the planner must have a working knowledge of the various methods for interaction and involvement. These are discussed in Section III.

I-5 The Dimensions of Public Participation

There are two dimensions that must be considered in the design and evaluation of public participation programs. One is the process of human interaction which occurs as people progress from the identification of a problem, or need, to its resolution. The other is the mutual education of the planners and the public through an exchange of information. The two dimensions are of course complementary.

Human interaction involves two fundamental types of contact - 1) people ⇄ people and 2) people ⇄ government (planners). There is a third, and that is planner planner, however, for the purposes of these guidelines, it is assumed that this form of interaction is fully developed. The quality of interaction that occurs will depend to a large extent on the efficient employment of the available methods for involvement, (see Section III).

The educational role of a participation program must be assessed on the basis of two factors -- 1) how effective is it in educating the planners, and 2) how effective is it in educating the public.

The planners require information concerning local- knowledge, goals, values, priorities, preferences, attitudes and opinions. The logical, and in many cases the only, reliable source of this information is the people whom the planning process will affect.

Public education is a composite of three factors -- 1) the individual's educational opportunity, 2) the creation of public awareness, and 3) the proportion of the affected public reached by the program (coverage).

(1) The individual's educational opportunity considers, how completely a person can become informed about the situation and the planning process.

(2) There are two aspects to public awareness --awareness of the study in general and the awareness of the means for involvement in the process.

(3) The coverage of a program is the actual proportion of the affected community that is reached.

Each method for interaction can be evaluated on its potential for achieving the above factors (see Section III).

I-6 The Performance Criteria

The fundamental principle is that --every citizen affected by a project have an equitable opportunity to effectively participate in the planning process. This does not mean that every step in a study must be fully open to the public. For example, only the representatives (or their substitutes) are formally invited to the citizen's advisory group meetings. The reason for this, is that this method (or technique) of public interaction derives its main benefits by allowing the planners to work with a small representative sample of the local population, (see Section III-2-2).

The following are the performance criteria of an effective public participation program:

1. Every individual affected by a project must have the means of participating in the study (accessibility). The awareness of a process without the means for effective involvement can lead to frustration and disillusionment.
2. Direct contact with the public must be maximized through both formal and informal encounters. This contact is essential to the program's credibility.
3. The program must be comprehensible by those whom it affects. Technical jargon should be avoided and instead lay terminology employed.
4. The program must be fully integrated with and complementary to the overall planning process. The cyclical public participation activities must coincide with the various stages of the planning study.

5. There must be a component of public participation at each stage in the study. The public must not feel they are being involved after the fact or in any way being prevented from obtaining pertinent, topical information.

6. In principle, all information relating to the study must be available to the public at all times. In practice, it must be provided at regular intervals that coincide with the stages of the planning process (i. e. a peaks and valleys function). This information should include the following: what has transpired, what is the present situation, what is the next step, and what should the public do to involve themselves further in the process.

7. The participation program must have the flexibility to accommodate the unexpected. Individuals and groups interact and react in complex ways. The planner may receive more or less participation than he has anticipated and must be able to adjust accordingly.

8. The honesty and validity of the public participation process must be protected. The public should be guaranteed that the program will be a fair and honest one.

9. The public must be fully aware that the responsibility for the final decision rests with the Ministry of Transportation and Communications.

10. The planners must be consistent in their dealings with the public. If more than one individual is responsible for the participation program, then a continuous review by these persons of the project's status is a necessity in the maintenance of a program that is completely coherent to the public.

11. No individual or group should be allowed to dominate in the participation process. Every affected person must have an equal opportunity to participate.

12. Where surrogate techniques are employed (i. e. citizen's advisory group) the planners must have some means of monitoring the effectiveness of

their communication link with the public at large.

13. The process should achieve its objectives as efficiently as possible.

II THE PUBLIC PARTICIPATION PROGRAM

II-1 Introduction

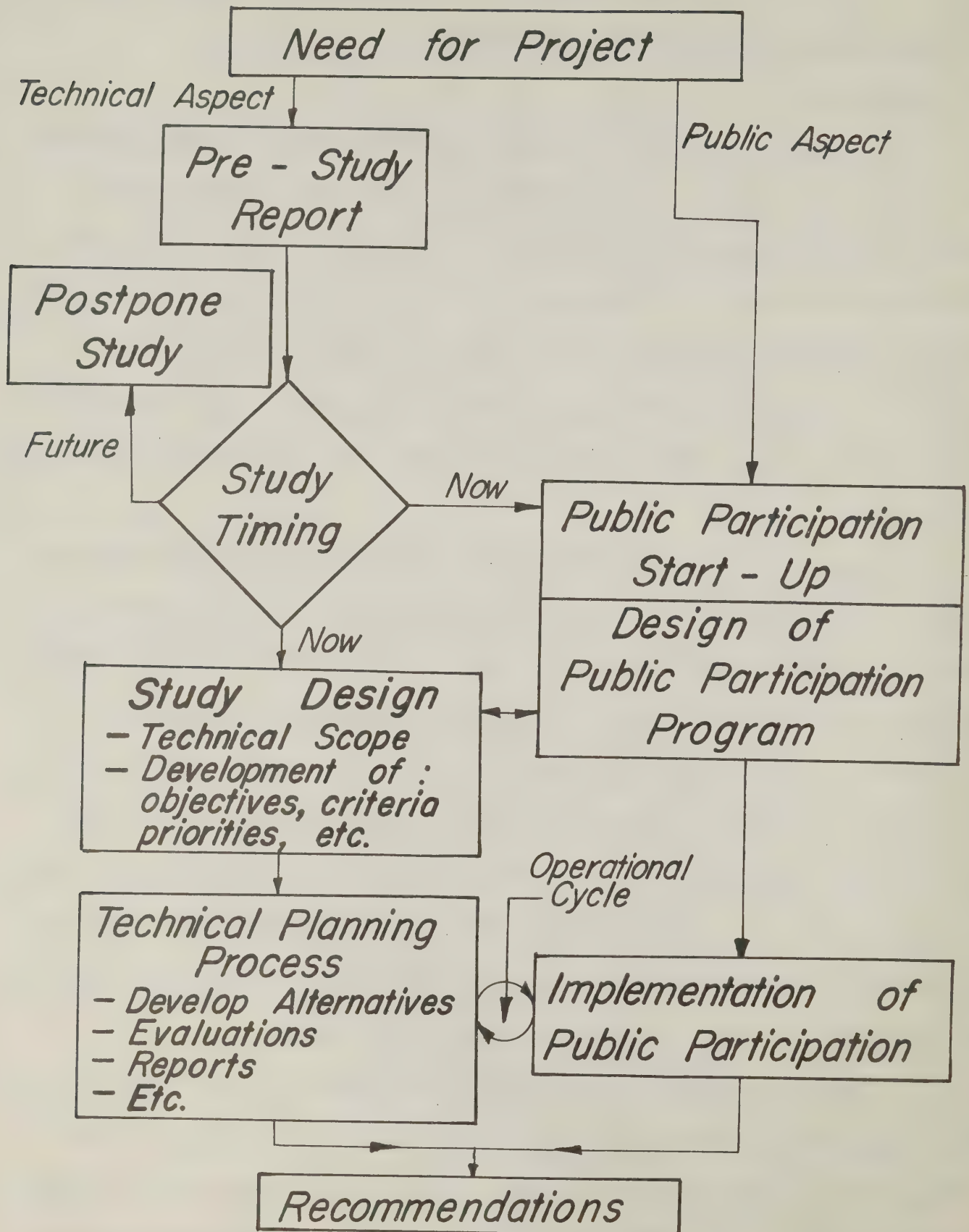
Public participation for the purposes of transportation planning is defined as -- a process of mutual education leading to an exchange of information and opinions between the public and the planners. The public participation program and the information that it, in conjunction with the overall planning study, generates should be completely open to the public. Public participation is not a "sales" or a "snow job". The fact that the role of decision maker remains the responsibility of the Minister must be emphasized from the outset, (see The Performance Criteria, section I-5).

The program has two distinct phases and each of these is fully integrated with the corresponding phase of the overall planning study. The two phases of the public participation program are; 1) the start-up and program design phase and 2) the program implementation phase. The start-up and program design phase occurs in conjunction with the study design stage of the Feasibility Study. The implementation phase (the cyclical component of the public participation program) is tied into the, input, identification of alternatives, evaluation and selection stages of the Feasibility Study, (e. g. in a particular study, in which a Citizen's Advisory Group was the prime interaction method, this group might meet four times throughout the progress of the study - once for each of the above stages).

Figure II illustrates the integration of the technical and public aspects of the overall planning process. After the project's need for investigation has been ascertained a pre-study report is prepared. This report contains an environmental appraisal and an engineering assessment component. Background information

Figure II

Public Participation in the Planning Process



for use in the public participation program is contained in the environmental appraisal. If a study is to be commenced immediately--the public participation program is initiated. The design of the public participation program is undertaken as an integral component of the overall Feasibility Study. The operational phase of the planning study is a cyclical process. This, in principle, allows for a continuous exchange of information between the planners and the public. The support methods, discussed in Section III-3, should be used to improve the continuity of this intercourse.

II-2 Start-Up

A decision has been made to proceed with the project. At this stage the public participation aspect of the program is initiated.

II-2-1 Community Profile

The background information on the community should be available in the environmental component of the pre-study report. If it is not, then it must be obtained before the study design can be undertaken.

The basic information required is as follows: -

1. What are the socio-economic and demographic characteristics of the area, such as ethnicity, employment, age structures, income distribution, population density and distribution?
2. What is the community structure (from 1)? Is it dispersed rural (low density), aggregated rural (farming communities), urban/rural fringe (sub-urban) urban (hamlet, town, city), or some combination of these?
3. What are the activities (interests) that are carried on within the study area (i.e. agricultural, recreational, industrial, residential, commercial)?
4. What interests are organized within the area (i.e. township councils, rate payers associations, cottagers associations, local roads boards, conservation groups, chambers of commerce, tourist associations)?

5. What interests can be identified that are unorganized (from 3 and 4)?

6. What are the established forms of communication in the area (i. e. radio and television stations, newspapers, group newsletters, word-of-mouth)?

7. What persons can be identified as community leaders within the area?

Appendix A, indicates some of the available sources for the above information.

II-2-2 Preliminary Contacts

Every person holding political office in the area whose jurisdiction includes projects of this nature, must be contacted during this phase. These would include federal (in some cases), provincial and local politicians. The objectives of the program should be made clear and their opinions concerning the participation program and the planning study actively solicited. Contact should be made with the executive of all the local organizations that can be identified. Discussions with known opinion leaders are especially valuable at this time.

The information so obtained will supplement the community identification. These early contacts are especially useful in the identification of local activities, groups and existing and potential conflicts of interest.

II-3 Program Design

To design an effective and efficient public participation program, four factors must be considered. These are; the community structure, the degree of organization existing in the community, the scale of the project and the level of interest that is likely to be generated by the project. The first two factors are related to the community, the last two are primarily project oriented. The decision on whether only one or both of the prime interaction methods is the best suited to a particular study is a function of these four variables.

II-3-1 Community Structure

Four general community structures have been defined for the purpose of this report. These are; 1) rural dispersed, 2) rural aggregated, 3) urban/rural fringe, and 4) urban. The socio-economic and demographic information obtained in the pre-study combined with a general familiarity with the area should be adequate to determine which of these four broad categories, (or some combination), best typifies a specific community. It should be noted that the planner's definition of these can vary with the region in which the study occurs, (i. e. an "urban" community in Northern Ontario might have a considerably lower population density than a similarly classified community in Southern Ontario).

In general, rural dispersed communities have low population density (less than 10 persons per square mile) and are relatively simple organisms (i. e. there is a certain homogeneity of "life style"). Whereas, an urban community has a relatively high population density and a diversity of "life-style" .

II-3-2 Degree of Organization

The degree of organization factor is a measure of how completely the interests (or activities) of an area have developed an organizational hierarchy. It is also an indicator of how quickly and ably a community can respond to an external stimulus (such as a transportation project). Some organizations are "creatures of crisis". They lie dormant until an issue rallies the group around a common cause (ratepayer's associations are often good examples of this phenomenon). Others may be more or less permanently organized (e. g. ethnic groups, churches, municipalities, trade associations).

The degree of organization within a community has been classified as

low, intermediate or high. The information for this assessment should be obtainable in the pre-study (see Section II-2). In simple terms, it is the difference between the number of interests and the number of organized groups in an area. Where this is large--the area has a low degree of organization, where it is small (or zero)--the area has a high degree of organization. In complex communities (urban) this variable may be very difficult or impossible to realistically determine.

II-3-3 Project Scale

The scale of a project is defined as the number of individuals within the study area. This is a function of the type of project and the population density. Project scale has been classified as; minor, intermediate, or major.

A Feasibility Study for a future highway corridor in a rural area (dispersed) that covers twenty square miles (small area) with an average population of ten per square mile has a scale classified as "minor". A study covering an area of 1,000 square miles (large area) with an average population density of 20 per square mile would be classified as having a scale of "major".

II-3-4 Level of Interest

The level of interest likely to occur in a specific project is a function of the project's nature and the character of the community that will be affected. The public in Powassan (Highway 11) and in Malton (Toronto fringe) would react quite differently to similar transportation projects. This is due to their basic social and economic differences (e.g. education levels, exposure to urbanization, incomes, priorities). In reality, the level of interest anticipated by the planners and the actual level may be two different things. However, with some experience and the information provided in the pre-study and the early study stages, the planner should be able to make a highly realistic estimation of this factor. The flexibility

designed into the program provides a reasonable tolerance. Level of interest has been classified as; low, intermediate, or high.

A low level of interest is likely to occur when only a small proportion of the community can identify the future development(s) as having a potential impact on their activities (residential, recreational, social, or commercial). An example, is a highway widening project in a rural area with little or no highway commerce located on the affected highway segment. A similar widening project in a highly urbanized area is likely to generate a high level of interest.

II-3-5- Choosing the Prime Interaction Method(s)

Each of the prime interaction methods has a unique set of weaknesses and advantages. The choice of which method(s) to use must be related to the project and the study area in such a way as to optimize the effectiveness of the program. Once a method(s) has been selected, compensation must be made for its particular set of weaknesses by the efficient use of the available support methods. The resulting participation process must satisfy the performance criteria of section I-6. The primary and support methods are discussed in detail in the following section - "Interaction Methods".

Table I gives guidance in applying the factors discussed in Section II-3 in the selection of the prime method(s). It incorporates the four program design factors (community structure, degree of organization, project scale, and level of interest) into a simple simulation model. Any point in the matrix of Table I represents a summation of these four variables. Appendix B, details the rationale by which the model was calibrated. Appendix C, illustrates its use.

Given a particular set of variables there are five possibilities as to the choice of the primary method(s). These are:--

SUGGESTED PRIME METHODS

COMMUNITY STRUCTURE		RURAL DISPERSED			RURAL AGGREGATED			URBAN / RURAL FRINGE			URBAN		
DEGREE OF ORGANIZATION		LOW	INT	HIGH	LOW	INT	HIGH	LOW	INT	HIGH	LOW	INT	HIGH
MINOR	HIGH												
	INT												
	LOW												
INTERMEDIATE	HIGH												
	INT												
	LOW												
MAJOR	HIGH												
	INT												
	LOW												
PROJECT SCALE	LEVEL OF INTEREST												

PUBLIC FORUM (P.F.)

EITHER PUBLIC FORUM OR CITIZEN'S ADVISORY GROUP

CITIZEN'S ADVISORY GROUP (C.A.G.)

CITIZEN'S ADVISORY GROUP OR BOTH (P.F. & C.A.G.)

BOTH (P.F. & C.A.G.)

- 1) The public forum is the best choice of interaction methods.
- 2) Either the public forum or the citizen's advisory group methods, appear to be equally appropriate.
- 3) The citizen's advisory group is the best choice of interaction methods.
- 4) Either the citizen's advisory group or a combination of it and the public forum appear to be equally suitable.
- 5) The simultaneous application of both the citizen's advisory group and the public forum is suggested.

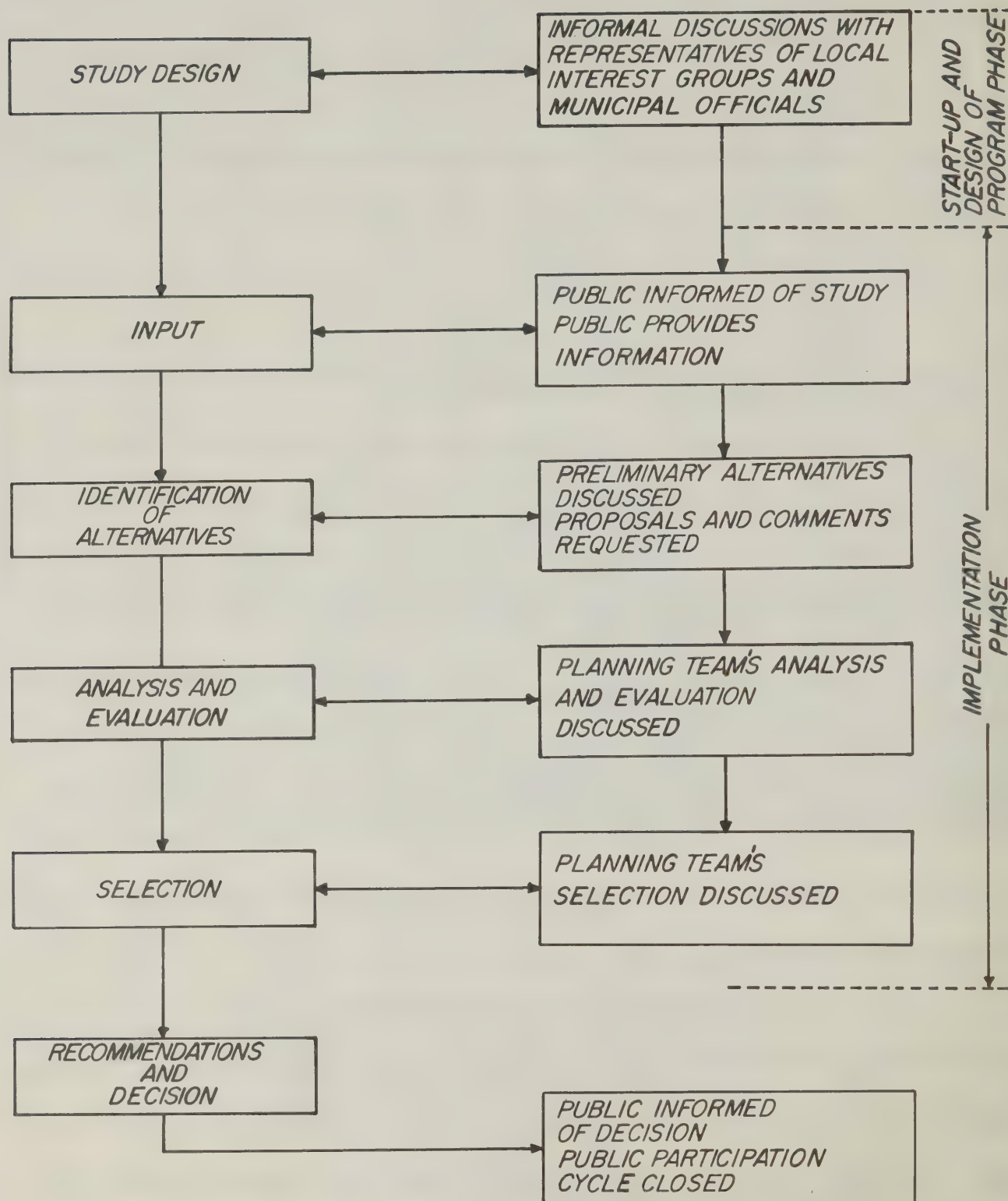
II-4 Program Implementation (Operational Cycle)

The second phase of the public participation process is the operational cycle. The program developed in the earlier stages is implemented. As the name suggests this phase involves a series of interactions between the public and the study team. These cycles are tied into the four feasibility study stages; input, identification of alternatives, analysis and evaluations, and selection. This inter-relationship is indicated schematically in Figure III. The scheduling of major interaction cycles, must meet the staging requirements of the Feasibility Study and at the same time avoid conflicts with important local events, (such as, county fairs, the opening of a hunting season, council meetings, "Hockey Night in Canada", amalgamation meetings).

Each cycle has three major components: 1) gathering and analyzing information, 2) presentation of the information to the public, and 3) obtaining the public's response to the information. The planners provide technical expertise and knowledge, and present the planning goals and priorities, preferences, attitudes and opinions. The preparation of resource material in a form easily understood by the layman is the responsibility of the planning team. In some areas certain

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organizations (e.g. the Federation of Ontario Naturalists, Pollution Probe,) may provide valuable resource material for a particular study.

The successful completion of this phase results in recommendations in which the public has been involved in a complete and meaningful manner.

III INTERACTION METHODS (or TECHNIQUES)

III-1 Introduction

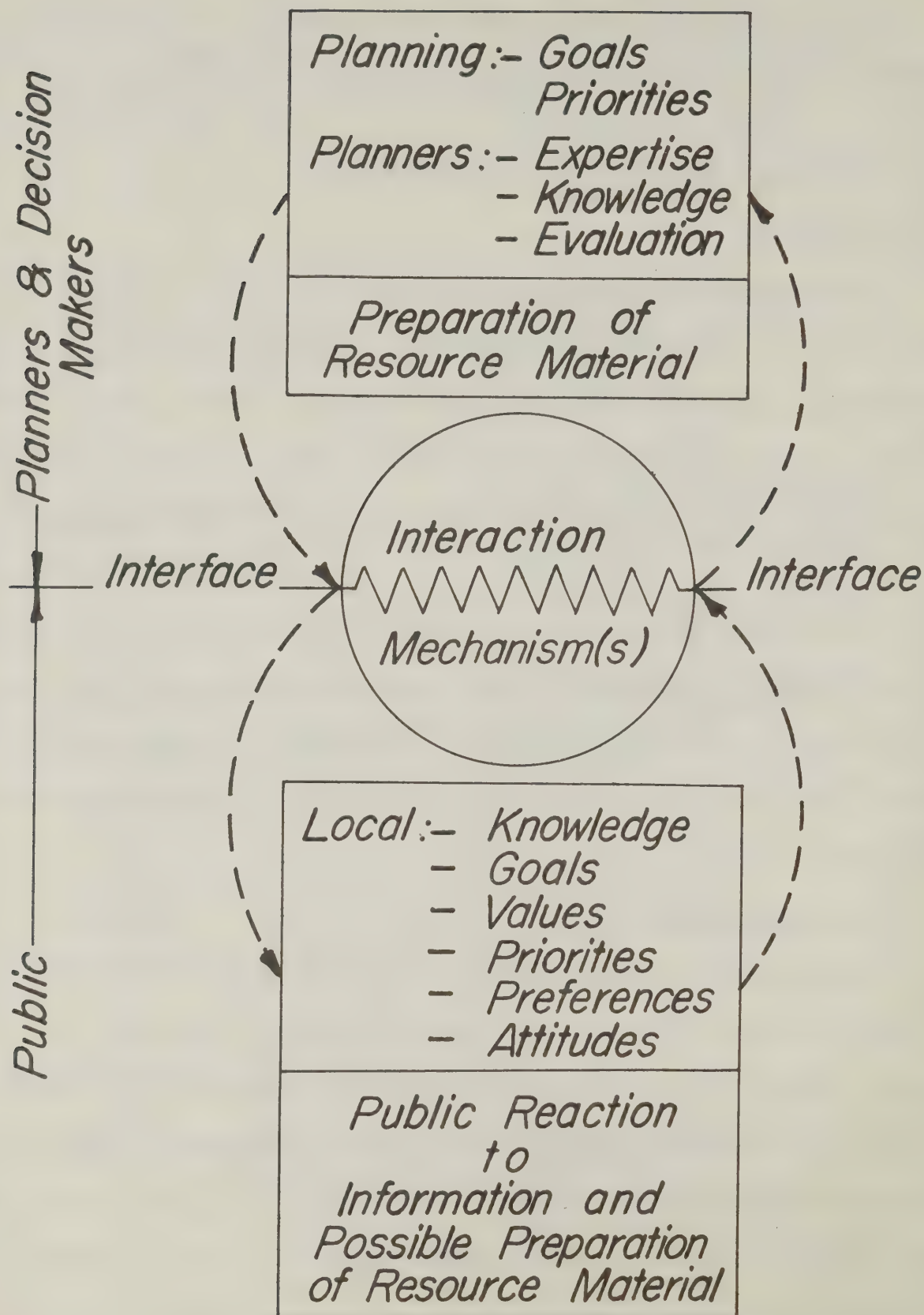
The interaction methods are the basic building block's for the construction of an effective public participation program. Every community must be considered unique. An effective and meaningful program, in order to satisfy a specific need, must be tailored to that particular situation. Thus a complete public participation program will be composed of a variety of carefully balanced interaction methods.

These interaction methods are the interface between the planner and the public (see Figure IV). The quality of the communication and mutual education that occurs between these two entities is to a large extent dependent on the techniques developed and their efficient employment in a well designed program throughout the study.

III-2 The Prime Methods

The methods for encouraging public interaction and involvement are numerous. These have been considered in two categories --the primary and the supporting methods. The reason for this distinction has been discussed in Section I-4. The two prime methods are the public forum and the citizen's advisory group. The support methods prepare the way and overcome the basic shortcomings of the primary method(s) employed in a participation program. In some complex urban areas it may be advisable to use both the citizen's advisory group and the public

Interaction Methods



forum simultaneously, as discussed in Section II.

III-2-1 The Public Forum

The public forum method of interaction, refers to the spectrum of participation techniques that are completely open to the public. That is to say all affected individuals are invited to attend and take part in discussions concerning the project.

The format of the public forum can vary from the relatively intimate drop-in center to the more formal, larger scale public meeting. The drop-in center, because of its informal nature and the amount of direct contact between the public and the planners that occurs during these sessions, is particularly well suited to the provision of basic planning information. Hence its use in the early stages of the feasibility study is particularly valuable.

The following list of weaknesses and advantages of the public forum method are not equally applicable to all of the open forum interactions that can be employed. The reason for this is the broad range in type of meeting included in this method, (such as: drop-in centers, workshops, seminars, public meetings).

The main weaknesses of the public forum are: -

1. There may be some difficulty in obtaining information from the more inhibited individuals.
2. It may be dominated by articulate, aggressive or abrasive individuals or groups.
3. It can degenerate into conflict situations with resultant serious communication breakdowns.
4. The quality of public feedback is highly dependent on the capabilities of the chairman or meeting co-ordinator.
5. Attendance can either be so low as to be ineffective or so large as to be unmanageable.

The primary advantages of this technique are: -

1. It is an open democratic process, which affords a large number of concerned citizens the opportunity to express their views.
2. It can bring major difficulties into the open, where they can be handled, at an early stage.
3. It is easily organized and if properly implemented efficiently achieves many of the objectives of the participation program.
4. It lends itself to the improvement of the mutual education process (especially people to planner) through the on-the-spot use of the various support methods such as questionnaires and opinion polls.

In general, the "public forum" by itself ranks high in planner to public education, however, it ranks only intermediately high as a vehicle for public to planner education. Both of these fundamental attributes can be improved by the judicious use of the various support methods. It also affords an excellent opportunity for public to public interaction and education.

III-2-2 The Citizen's Advisory Group

The citizen's advisory group is composed of representatives from all identifiable interest groups in the area, including both the organized and unorganized. Ideally the group members are selected by those whom they will represent in a democratic manner. The role of the advisory group is threefold: it functions as a two-way communication link between the public and the planning team, it works directly with the planners in the formulation and evaluation of alternatives and it provides the study with valuable information concerning local -- goals, values, attitudes, priorities, preferences and opinions.

The major weaknesses of this technique are: -

1. Its effectiveness is, to a great extent, dependent on the individual representatives. Members of the advisory group may not afford their public responsible representation--thus severing the link between the planning study and this interest group. An individual representative may bring varying degrees of personal bias into the study--he may be a poor reflector of his group's overall interests. Citizen representatives may come to identify more with the planners than with the public--they lose touch with the people and the interests they represent.
2. This technique relies on a relatively high degree of interest organization, (i. e. ratepayers associations, cottagers associations, ...) in the study area.
3. In certain complex areas, (particularly urban environments) it may be difficult to identify all the affected interest groups.

The main strengths of this technique are: -

1. The planning team works with a small group of interested and informed citizens. This leads to a rapport between the two, which enables a highly productive and interactive level of discussion to occur. Communications with the group are direct and are, as a rule, easily maintained.
2. The representatives' interaction with the planning team increases their awareness of the local environment and the complexities of long range planning. As a result of this, they become a valuable community information resource and improve the quality of public participation.

3. In theory this technique can involve very large numbers of people while dealing directly with only a sample of representative individuals.
4. It efficiently achieves many of the objectives of the participation program. As well, it can be established on short notice in areas that have a well established organizational hierarchy.
5. A great deal of direct contact is involved in setting up this mechanism.
6. It ensures that a cross-section of interests are represented.

The citizen's advisory group, by itself is a good technique for citizen to planner education, however, the reverse process is less efficient and is difficult to assess. As in the public forum, both of these attributes can be improved through the effective employment of the various support methods.

III-3 Support Methods

The role of the following methods is to augment and supplement the previously discussed prime methods. In so doing, they improve the "total" participation program. As with the public forum and the advisory group they will be assessed on two basic factors; public education, and planner education.

The support methods can be subdivided into two broad categories; those incorporating direct contact with the public, and those which involve indirect contact.

III-3-1 Direct Contact

The facility to deal with the public on an individual and direct basis is essential to the success of a public participation program. In general, it is mutually educational to the planner and the public. If the process is tactfully conducted, it will be a valuable source of public relations for the Ministry as well.

Direct contact with the public is a prime generator of word-of-mouth communication, a valuable and inexpensive information dissemination technique, which can have good coverage.

In direct contact with the public, questions concerning policy will arise. If these are beyond the terms of reference or knowledge of the planner, he should be prepared to refer the query to the proper person. The "I don't know?" reply is safe but does little for the program's (and indeed the Ministry's) image.

Face-to-Face Encounters: There are two types of face-to-face encounters that can occur. These are the ad-hoc and the planned encounter. Both the public forum and the citizen's advisory group previously discussed, are in reality two types of the latter. Their special applications give them their particular status as the primary interaction methods, (section II-2).

The face-to-face encounter methods have a high two-way education potential and they act powerfully to dispel misconceptions on both sides. These encounters play an important role in establishing the program's credibility with the public. Hence, they are essential in the early stages of the process, (start-up and program design). The establishment of the program's validity at the outset can mean the difference between reaction or involvement and failure or success for the participation process.

The ad-hoc encounter can occur between the planning staff and the concerned individual (or group) at any point in the participation program. The fact that this form of contact makes a specific demand on the public means that it is limited to only the most involved and interested citizens (or groups). However, it is extremely effective in filling in major planning and communication gaps.

The planned encounter type of contact can include meetings with: opinion leaders, (either singly or as a group--e.g. opinion leader panels or task forces), elected representatives (mayors, reeves, councilors) interest groups (ratepayers, cottagers, etc.) and preliminary public meetings. These types of contacts are particularly useful in assessing such factors as the level of interest the project is likely to generate, and providing the study with background information on the local situation (e.g. activities, potential conflicts, organizations, community rivalries). Because of these traits they are well adapted to use during the start-up and design phase of the participation program.

The major constraints of the face-to-face encounter methods (ad-hoc or planned) are staff and time limitations.

Telephone and Letter: These provide for direct, personalized contact with individuals. The telephone has the benefit of instantaneous feedback, while the letter allows for a more detailed and permanent exchange of information. They can help to maintain the continuity of the participation process and are the most effective devices for reaching prominent individuals and the various group representatives. Letters transmitting pertinent information to the individuals acting as representatives for groups (i.e. citizen's advisory group members) should always be sent by registered mail. This provides some insurance against a possible breakdown in communication. High costs and limited coverage (complete coverage is only possible in study areas of very low population density) are the major disadvantages of the telephone and letter.

Statistical Methods: Surveys, interviews, questionnaires, opinion polls, function primarily to supply information to the planners, (i.e. planner education). However, they involve people directly and can be effective methods for stimulating public

involvement and awareness. This stimulation (or lack of it) is highly dependent on the quality and inclination of the field staff. Information and opinions so obtained are costly--\$50.00 per interview was the price tag for a recent study. This high cost necessitates a sampling approach which limits the coverage afforded by these mechanisms. The structuring of questionnaires and surveys must be flexible enough to accept and encourage personal opinions. To do otherwise, may result in frustration on the part of the interviewee and a loss of valuable information. The formatting of questions is crucial--an individual's response can be biased by the form in which the question is asked.

III-3-2 Indirect Contact

The support methods that belong in this category are particularly powerful tools for informing the public at large. As a rule, they have a high potential in the public education aspects of the planning study.

The Mass Media: These consist of the press (weeklies and dailies) and the broadcasters (radio and television). If used correctly and imaginatively they can be effective in increasing the public's knowledge and awareness, and the coverage provided is generally excellent. They can be expensive to use--full advantage should always be taken of the media's desire for newsworthy material (i. e. use news releases whenever possible, and time them for maximum benefit to the study). They generally have a low public feedback potential (poor planner education). The use of the "open line" programs and ballot techniques can improve this. Appendix D deals with the effective use of the mass media.

Distribution of Resource Material: This concerns the distribution of information prepared by the planning team, to the public. The material can be presented in a variety of ways: printed matter--pamphlets, flyers, posters, information kits,...; visual--slides, videotapes, films,...; audio--recordings. The distribution can

be: through the mails, handouts at meetings, postings of notices, through information centres (which may be located in public buildings or special kiosks) and for use by the mass media (the press, T.V., and radio). By design, this information is best suited to the education of the individual on matters concerning the specific study. It may not be as effective in creating awareness or in reaching uninvolved or apathetic citizens.

III-4 Evaluation of the Interaction Methods (or Techniques)

Table II, summarizes each of the techniques discussed in this section on the basis of its mutual educational potential considering the effect it would have if it were the sole device being used. Obviously this will never occur in a complete public participation program. The evaluation is based on the two prime variables previously discussed; planner education, and public education (the individual's educational opportunity, awareness creation and coverage). This evaluation is based on generally available information and on experience gained in the M. T. C.

Table II considers each of the prime and support methods independently. However, in practice the effectiveness of a specific method in achieving any of the listed objectives will also be a function of the community in which it is operating and the total participation program. The table is intended to provide an indication of how, through the use of support methods, the basic shortcomings of the prime methods can be overcome. Two examples of the table's use are given below.

In general, both of the primary methods require improvement in their awareness creation and coverage aspects. Table II, suggests that a possible solution is the effective use of the mass media. The citizen's advisory group, as a rule, does not give the average citizen (one who is not a representative to the advisory group) a high opportunity for his personal education about the situation.

This is of course due to the surrogate nature of this technique. Several of the support methods have a high potential in this regard. The public forum is often only a moderately effective means of informing the planner. Again a number of support methods can improve the flow of information to the planners.

Table II Evaluation of Interaction Methods

Mutual Education Factors Methods		PLANNER EDUCATION	PUBLIC EDUCATION			
			Individual's Educational Opportunity	Awareness Creation	Coverage	Total Public Education
PRIMARY METHODS	Public Forum	INT.*	High	Int.	Int.	INT. to HIGH
	Citizen's Advisory Group	HIGH	Int.	Int.	Low to High	INT.
SUPPORT METHODS	Face-to-face ⁺ Encounters	HIGH	High	Int.	Low to Int.	INT.
	Telephone/Letter	INT.	Int.	Low	Low	LOW
	Statistical Methods	HIGH	Int.	Low	Low	LOW
	Mass Media	N/A	Int.	High	High	INT. to HIGH
	Distribution of Resource Mat.	N/A	High	Low to High	Low to High	INT.

* Intermediate

+ Excludes the Public Forum and Citizen's Advisory Group

Each of the interaction methods is especially well adapted for use at a specific time(s) in the process. Table III indicates which of the methods are most appropriate for a particular phase of the participation program.

Table III The Staging of the Interaction Methods

Phase Methods		Start-up & Program Design	Implementation of the Program (operational cycle)
PRIMARY METHODS	Public Forum		+
	Citizen's Advisory Group		+
SUPPORT METHODS	Face-to-face Encounters	+	+
	Telephone/Letter	+	+
	Statistical Methods	+	+
	Mass Media		+
	Distribution of Re- source Material		+

GLOSSARY

Citizen's Advisory Group

The citizen's advisory group is a group of citizen's chosen (ideally by a democratic process) to represent the local interests in the planning study. This group meets on a cyclical basis throughout the implementation phase of the public participation program.

Community

Community in the sense in which the word is used in this report, refers to a geographic grouping of people, encompassing all interests and interest groups within the area.

Community Structure

Community structure refers to the demographic and socio-economic characteristics of a community.

Degree of Organization

Degree of organization is the degree to which the interests in an area have developed an organizational hierarchy.

Feasibility Studies

Feasibility studies are comprehensive planning studies involving a large number of considerations in the transportation, natural environment and socio-economic fields. These studies are project oriented and may involve any mode of transportation.

Flexibility Cycle

Flexibility cycle is a contingency path in the overall planning process.

Interaction Methods

Interaction methods are the interface between the planner and the public. Their function is to ensure that a mutually educational exchange of information occurs between these entities.

Interest Groups

An interest group is a grouping of individuals within a geographic area around a particular interest or function (e.g. town councils, cottagers associations, rate-payers associations, conservationists).

Level of Interest

Level of interest is a measure of the response of a specific community to a particular feasibility study. It is a function of both the nature of the project and the character of the potentially impacted community.

Planner Education

Planner education as referred to in this report, is the totality of information flow from the public to the planners.

Pre-Study Report

Pre-study report includes both a project assessment report (engineering) and an environmental appraisal.

Preliminary Public Meeting

A preliminary public meeting is an open public meeting that occurs during the study design and prior to the public participation implementation phase.

Prime Methods

The prime methods for encouraging public interaction and involvement are the public forum and the citizen's advisory group.

Project Scale

Project scale is defined in terms of the number of persons affected by the feasibility project. It is a function of both population density and the size of the project.

Public Education

Public education for the purposes of this report has been considered to have three components: the individual's educational opportunity, the awareness creation of the program, and the proportion of the affected community that is reached (coverage).

Public Forum

The public forum is used to denote interactive and open meetings between the public and the planners. The public forum method refers to a series of such meetings that occur throughout the implementation phase of a public participation program.

Public Participation Program

The public participation program involves the establishing of a process of interaction between and amongst planners and the community affected by a particular transportation project. This program operates in conjunction with and as input to the Feasibility Study.

Start-up

The start-up of the public participation program occurs after the pre-study stage in the overall planning process. Its function is to supply relevant information to the program design stage of the public participation program.

Support Methods

The role of the support methods is to improve the total participation process by overcoming the inherent weaknesses of the prime methods.

APPENDIX A

Information Sources

In any given project there are two fundamental questions that must be answered as completely as possible. These are: 1. - What are the existing and future interests and activities, (e.g. residential, commercial, agricultural, industrial, recreational, social, religious), and where are they situated? 2. - Who are the groups or individuals associated with these interests and activities and which of these are presently organized?

Table A, lists a number of standard sources of information, that can provide at least a partial answer to question No. 1.

Table A	Interests and Activities		
	Information Sources	Existing Interests & Activities	Future Interests & Activities

BASE DATA

Existing Land-Use Map Series	+	
Topographical Map Series	+	
Photogrammetric Interpretation	+	+
Ontario Land Inventory Series	+	+
Canada Land Inventory Series	+	+
Official Land-Use Plans	+	+

PROVINCIAL GOVERNMENT SOURCES

Natural Resources		
Regional, District and Divisional Offices	+	+
Lands and Waters Branch	+	+
Parks Management Branch	+	+
Parks Planning Branch	+	+
(International Biological Program)		
Conservation Authorities Branch	+	+
Mining Lands Branch	+	+
Timber Branch	+	+
Sports Fisheries Branch	+	+

Information Sources	Existing Interests & Activities	Future Interests & Activities
Industry and Tourism		
Regional and District Offices (Representatives)	+	+
Recreation and Tourism Studies Branch	+	+
Planning and Development Branch		+
Industrial Development Branch (Industrial Surveys)	+	+
Treasury, Economics and Intergovernmental Affairs		
Municipal Affairs Branch	+	+
Regional Development Branch		+
Agriculture and Food		
County/District Representatives	+	+
Agricultural Rehabilitation and Development Administration (ARDA)	+	+
Education		
Regional Offices (see County/District Boards of Education)	+	+
Colleges and Universities		
Archives and History, Records Management Division	+	+
Environment		
Strategic Planning Section	+	+
Air Management Branch	+	+
Waste Management Branch	+	+
Hydro-Electric Power Commission	+	+
Water Resources Division (Water Quality & Quantity Branches)	+	+
Water Treatment and Pollution Control Division	+	+
Transportation and Communications		
Regional and District Offices	+	+
Photogrammetry Office	+	+
Systems Planning Branch	+	+
Environmental and Operational Planning Branch	+	+
Ontario Northland Railway	+	+

Information Sources	Existing Interests & Activities	Future Interests & Activities
MUNICIPAL GOVERNMENTS		
Planning Departments/Councils/Boards	+	+
Official Land-Use Plans	+	+
Mayors, Reeves and Councillors	+	+
Clerks and Managers	+	+
Boards of Education	+	+
FEDERAL GOVERNMENT		
Statistics - Canada	+	
Indian Affairs and Northern Development		
District Offices	+	+
Energy Mines and Resources		
Surveys and Mapping Branch	+	
Remote Sensing Branch	+	
National Research Council	+	+
National Defence	+	+
Transport		
Canadian Surface Transportation Administration	+	+
Canadian Marine Transportation Administration	+	+
Canadian Air Transportation Administration	+	+
St. Lawrence Seaway Authority	+	+
Regional Economic Expansion		+
Canadian National Railway	+	+
OTHERS		
Canadian Pacific Railway	+	+
Regional Development Councils	+	+
Chambers of Commerce	+	+

Information Sources	Existing Interests & Activities	Future Interests & Activities
Tourist Councils and Associations	+	+
Trade Associations and Unions	+	+
Cottagers and Ratepayers Associations	+	+
Other Citizen Organizations	+	+
Universities and Colleges	+	+
Religious Organizations	+	+

A group is considered to be a collection of individuals, who have a common interest(s) and/or activity(s). Two classifications of groups can be made--organized or unorganized. Some typical organized groups are as follows: municipalities, indian bands, chambers of commerce, tourist councils and associations, trade associations, agricultural and horticultural societies, conservation authorities, naturalists and anti-pollution clubs, cottagers and ratepayers associations, cultural and ethnic associations, and church groups. An example of an unorganized interest group is the collection of highway businessmen that may be impacted by a transportation project.

Table B, lists sources that can provide the answers to question 2.

Table B	Groups		
	Information Sources	Unorganized	Organized
	Ministry of Community and Social Services Community Services Division (Directory of Citizens Groups)		+

Information Sources	Unorganized	Organized
Ministry of Natural Resources		
District and Divisional Offices	+	+
Conservation Authorities Branch		+
Ministry of Industry and Tourism		
Regional and District Offices	+	+
Ministry of Agriculture and Food		
Agricultural and Horticultural Societies Branch		+
County/District Representatives	+	+
Ministry of Transportation and Communications	+	+
Regional and District Offices	+	+
Environmental and Operational Planning Branch		+
Indian Affairs and Northern Development		
District Offices		+
Municipalities		
Clerks and Town Managers	+	+
Ontario Legislature	+	+
Local Political Parties	+	+
Indian-Eskimo Association		+
Federation of Ontario Naturalists		+
Pollution Probe		+
Bruce Trail Association		+

APPENDIX B

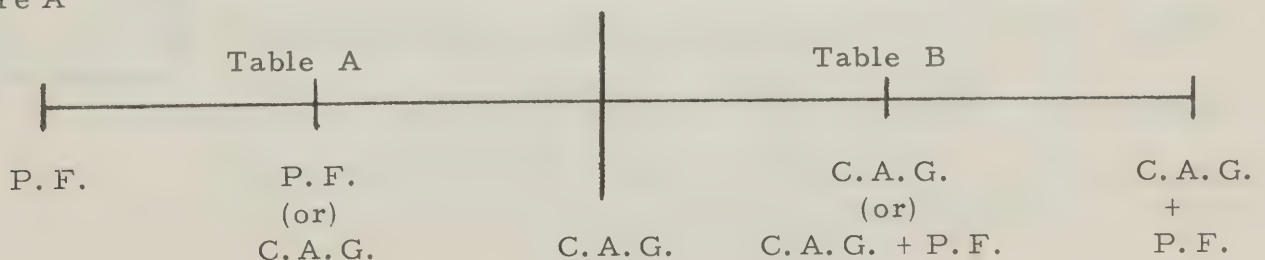
Model Calibration

This appendix briefly presents the rationale upon which Table I of Section II - 3 is based. The format of Table I simulates the application of the four program design variables discussed in Section II-3; community structure, degree of organization, project scale and level of interest. These have been subdivided into three or four categories.

Table I of Section II-3 presents five possibilities concerning the choice of a prime method(s); (1 - Public Forum, 2 - Public Forum or Citizen's Advisory Group, 3 - Citizen's Advisory Group, 4 - Citizen's Advisory Group or both, 5 - both).

Table I is in fact a composite model. The first (or simpler) portion of the model deals with the following three possibilities. Public Forum is suggested, Public Forum (P. F.) or Citizen's Advisory Group is suggested, Citizen's Advisory Group (C. A. G.) is suggested, (Table A). The second part of the model (lower right hand corner) considers the more complex situations. In general these areas are more urban and the proposed projects affect larger numbers of people. The three possibilities considered are: C. A. G. is suggested. C. A. G. or C. A. G. and P. F. both be used, both C. A. G. and P. F. are suggested (Table B). Figure A below illustrates this range of suggestions.

Figure A



In either Table A or Table B any position (or cell) represents a combination of the four program design variables. In Table A, the lowest values indicate the Public Forum and the highest the Citizen's Advisory Group. In Table B, the lowest values indicate the C.A.G. while the highest suggest both C.A.G. and P.F. be used.

The following example in Table A, illustrates the additive simulation. A community is classed as being rural dispersed (1) and as having an intermediate degree of organization (2), in which the project is likely to affect a large number of persons (major scale - 3) and it is anticipated that the community will have a low level of interest (3) in this project. The combined value is 9 (i. e. C.A.G. suggested). The calibration of both Table A and Table B is discussed below.

Table A

In order to calibrate the model each of the program design variables is evaluated independently of the other three.

Community Structure: This variable ranges from the relatively simple rural situation to the more complex urban one. As the community structure increases in complexity a greater number and diversity of interests and activities are involved. Thus the rural dispersed structure indicates the Public Forum, and the urban situation the Citizen's Advisory Group. Hence the values assigned are: rural dispersed - 1, rural aggregated - 2, rural/urban fringe - 3, and urban - 4.

SUGGESTED PRIME METHODS

COMMUNITY STRUCTURE		RURAL DISPERSED			RURAL AGGREGATED			URBAN / RURAL FRINGE			URBAN		
DEGREE OF ORGANIZATION		LOW	INT	HIGH	LOW	INT	HIGH	LOW	INT	HIGH	LOW	INT	HIGH
MINOR	HIGH	4	5	6	5	6	7	6	7	8	7	8	9
	INT	5	6	7	6	7	8	7	8	9	8	9	10
	LOW	6	7	8	7	8	9	8	9	10			
INTERMEDIATE	HIGH	5	6	7	6	7	8	7	8	9			
	INT	6	7	8	7	8	9	8	9	10			
	LOW	7	8	9	8	9	10						
MAJOR	HIGH	6	7	8	7	8	9						
	INT	7	8	9	8	9	10						
	LOW	8	9	10									
PROJECT SCALE	LEVEL OF INTEREST	MODEL CALIBRATION											
		METHODS INDICATED									RANGE		
		PUBLIC FORUM (P.F.)									4,5,6,7		
		EITHER PUBLIC FORUM OR CITIZEN'S ADVISORY GROUP									8		
		CITIZEN'S ADVISORY GROUP (C.A.G.)									9, 10		

Degree of Organization: A low degree of organization in a community suggests the Public Forum be used. Conversely a high degree suggests the Citizen's Advisory Group. Hence the following values have been assigned; low - 1, intermediate - 2, and high - 3.

Project Scale: The project scale ranges from minor (relatively few persons likely to be affected) to major (large numbers of people will be affected). A minor scale suggests the public forum and a major scale indicates the Citizen's Advisory Group. Thus a minor scale has the value of 1, intermediate - 2, and major - 3.

Level of Interest: The level of interest varies from low to high. In areas where a high level of interest is anticipated, a mechanism is required that maximizes direct contact between the public and planners (the Public Forum). Conversely where a low level of interest is expected it is necessary to ensure that input is gained from all components of the affected community (the Citizen's Advisory Group). Thus a high level of interest has been assigned the value of 1, intermediate - 2, and low - 3.

Table B

In this table the more complex situations (higher values) are investigated. As stated previously the lowest values indicate the C.A.G. and the highest a combination of both the C.A.G. and P.F. mechanisms. As in the calibration of Table A, each program design variable is considered separately.

SUGGESTED PRIME METHODS

COMMUNITY STRUCTURE		RURAL DISPERSED			RURAL AGGREGATED			URBAN / RURAL FRINGE			URBAN		
DEGREE OF ORGANIZATION		LOW	INT	HIGH	LOW	INT	HIGH	LOW	INT	HIGH	LOW	INT	HIGH
MINOR	HIGH												
	INT												
	LOW										9	8	7
INTERMEDIATE	HIGH										12	11	10
	INT										11	10	9
	LOW							9	8	7	10	9	8
MAJOR	HIGH							12	11	10	13	12	11
	INT							11	10	9	12	11	10
	LOW				11	10	9	10	9	8	11	10	9
PROJECT SCALE	LEVEL OF INTEREST	MODEL CALIBRATION											
METHODS INDICATED												RANGE	
CITIZEN'S ADVISORY GROUP (C.A.G.)												7,8	
C.A.G. OR BOTH (C.A.G. & P.F.)												9,10	
BOTH (C.A.G. & P.F.)												11,12,13	

Community Structure: An increasingly complex structure suggests that both mechanisms be used. Hence the values are the same as they were for Table A, except that the rural dispersed community does not occur.

Degree of Organization: It is apparent that areas having a low degree of organization suggests that a C.A.G. may be inadequate. In these cases it may be advisable to complement the C.A.G. with a P.F. Hence the values for this variable are the reverse of what they were in Table A. A low degree of organization has the value of 3, intermediate - 2, and high - 1.

Project Scale: The calibration of this variable is the same as it was for Table A (i. e. increasingly large populations suggest both mechanisms may be required).

Level of Interest: A high level of interest suggests that an area may require the P.F. as well as the C.A.G. to improve the program's ability to meet each individual's requirements. Thus the range of values assigned this variable are the inverse of those in Table A. A low level of interest has the value of 1, intermediate - 2, and high - 3.

The ranges associated with a given choice of primary method (s) in either Table A or Table B, are based upon experience gained within the M. T. C. and the available literature.

APPENDIX C

Case Studies

The following hypothetical case studies are based on real life conditions, however, the projects involved are derived and are not to be confused with actual projects that may be occurring in these areas. The purpose is to indicate the process of public participation as outlined in these guidelines.

In each case study a pre-study report has been prepared, and a decision to proceed with the project has been made (See Figure II). Thus the public participation aspect of the program can be commenced.

The flexibility of the participation process in any given study must at all times be protected. The ability to expand or refine a particular process to meet specific contingencies is a prerequisite for a successful public participation program.

CASE STUDY I - CITIZEN'S ADVISORY GROUP SUGGESTED

Introduction

The project is a planned improvement to the highway facility linking Huntsville and North Bay. The project's limits are: in the South, the northern intersection with Highway 60, and in the North, the Parry Sound/Nipissing Districts boundary.* (See Map #1)

The basic alternatives of this hypothetical project are to expand the existing facility or to construct a by-pass route either in part or in whole.

Community Profile

The source for the following information is the environmental pre-study report.

- Population: - Permanent corridor population (estimated) - 15,000⁺
- Average density - 25 permanent residents/square mile
 - Seasonal residents - 8,500⁺
 - From above, 23,500 potentially affected persons

Residential Activity (Permanent and Seasonal): - 7 urban areas (6 on Hwy. 11, 1 on Hwy. 518 - see Map #2)

- 30 rural population centers, well distributed, general pattern is linear with axis perpendicular to Hwy. 11.
- Area between Sundridge and Trout Creek very sparsely populated.
- Summer residents located primarily south of Sundridge (heaviest cottaging areas are: Bernard Lake, Doe Lake, Hodson Lake, Schamerhorn Lake, Waseosa Lake, Nosbonsing Lake and Eagle Lake).

* In actuality such an extensive project would in all probability be subdivided into several lesser projects.

+ Based on Department of Municipal Affairs and Statistics Canada Data.

Population Growth: - slow but accelerating (1961-70)

- Preliminary results of 1971 census may indicate a new rapid growth for the urban communities.
- Powassan and Callander becoming dormitories for North Bay.
- Cottage growth rapid on west shore of Bernard Lake and in Doe Lake area.

Towns, Villages and Townships: - 6 incorporated communities

- Callander (1150 pop.) is unincorporated.
- 3 Towns: Powassan (1100), Trout Creek (590), Kearney (310)
- 3 Villages: South River (1050), Burk's Falls (890), Sundridge (720)
- 16 Townships (2 unincorporated) account for 71% of corridor's permanent population

Ethnicity: - predominately Anglo-Saxon (exception is Callander area)

- Callander area - 50% French Canadian

Land Ownership (see Map #3): - 90% of corridor lands privately owned

- Large parcel of crown land north of Powassan
- Crown land predominates west of corridor

Economic Activities: - Recreation and tourism - most potent economic force - more than 60% of area's revenue - increasing rapidly

- 200 tourist establishments in corridor
- 8 areas of highly concentrated activity - most developed areas are: Callander, Bernard Lake, Doe Lake, Scotia, East River area
- 11 areas of moderate development
- In general - development most intense south of Sundridge and in Callander area

- Ministry of Industry and Tourism proposal designates large portion (south of Trout Creek) as a - "Recreation Community"

- Agriculture - in decline, farm acreage decreasing in many areas
- Corridor contains best farm land in this region
- Commercial farming in Powassan and in Burk's Falls resists

the general erosional trend

- 630 farms in corridor
- Average size - 250 acres
- Primarily cattle and dairy farming (some potatoes)
- Subsistence farming occurs throughout corridor
- Forestry - As a primary industry is of little significance
 - Most harvesting occurs west of corridor

- Highway Commerce - heaviest development between Scotia and South River (1.3 establishments/square mile)

- Outside above strip - 4 clusters occur: Hwy. 654 junction, south of Powassan, north of Trout Creek, south of Novar

- Total of 46 businesses (outside urban areas) with access to Hwy. 11
- Industrial - activity based primarily on forestry
- 22 plants in corridor
- 13 produce forestry products (Trout Creek and South River are

centers of timber industry)

- Other - Sale of cars - Sundridge (Ford, G.M., Chrysler)
 - Dairy - South River

- Major Employers - 21 major employers identified

- May be particularly influential in area of

chronic unemployment

Organized Interest Groups (see Map #4): - 23 political entities (2 Provincial and 21 Municipal)

- 11 commercial organizations (mostly tourism)
- 7 cottagers, ratepayers and conservation associations
- 6 agricultural societies
- 4 golf clubs and 1 retriever (dogs) club
- 2 areas appear to be over represented (more than 1 group per interest) - Callander (tourism) and Hodson Lake (cottagers)

Unorganized Interest Groups: - 9 cottaging areas: Doe Lake, Swindon, Kearney, Pickerel Lake, Solomon Lake, Eagle Lake, Callander Bay and Lake Nosbonsing

- Highway businessmen in all areas
- Residents of Callander (unincorporated)
- Farmers in Burk's Falls area

Communications Media: - The Almaquin News (weekly, Mr. M. Barr, Owner/Editor) only paper published in corridor - read throughout

- North Bay Nugget (daily) - read in north portion
- Huntsville Forester (daily) - read in south end
- No broadcasters in corridor
- 3 radio stations received: CFCH, North Bay; CKAT-FM, North Bay; and CKAR, Huntsville

- 2 T.V. stations received: CFCH, North Bay and CKVR, Barrie

Community Leaders: - 9 influential persons identified by local government officials

- 5 individuals appear to be key opinion leaders (based on number of times a person's name occurs in positions of local responsibility and respect)

- Local editor of newspaper appears to be the most influential of corridor residents

Preliminary Contacts

Preliminary contacts should serve three major purposes. One is to supplement and improve the existing community information. The others are: to inform certain key elements in the community of the study and to sensitize as many individuals as possible to their potential role in the participation process.

Political: The two area M. P. P. 's, (one lives within the corridor), must be informed of the project and the role public participation will play in the planning process.

The twenty-one municipal politicians must be similarly informed.

The telephone is suggested as the contact media with these politicians. It serves the purpose of informing them about the study at this early stage, while enabling them to provide background community information and opinions that will be valuable in the design of a public participation program.

Non-Political Organizations: The twenty-four known groups should be contacted through the appropriate channels, (such as: secretaries, managers, chairmen, presidents).

A formal letter to these organizations should serve to inform them about the study and prepare them for their participation in it.

Major Corridor Employers: As above.

Community Leaders: Most of these people will have been contacted in one or more of the preceding categories. However, it may be of considerable value to meet with these individuals at this stage. They have been identified as

influential in matters of local concern and as well they represent a good cross section of the interests in the corridor. If such a meeting were held it would be advisable to add a few names to the nine to improve the cross section and for political expediency.

Choosing the Prime Mechanism

The community profile and preliminary contacts supply the information necessary to assess the four program design variables (Section II-3).

Community Structure: The community structure is considered to be "rural aggregated" with seven small urban areas.

Degree of Organization: It appears that the majority of interests and activities are organized. A number of known exceptions exist especially amongst cottagers. Thus the area is considered to have an "intermediate" degree of organization.

Project Scale: An estimated 23,500 individuals may be affected by this project. This is considered to be of a "major" scale.

Level of Interest: The level of interest anticipated is "intermediate to high." Similar projects in this area, on Highways 103 and 69 have likely had a sensitizing effect on the corridor's residents. Individuals who can be expected to exhibit a "high" degree of interest are: highway businessmen, some tourist operators and certain local organizations.

The above description occupies two cells in the model of Table I. One of these positions suggests the Citizen's Advisory Group, the other suggests that either the Public Forum or the Citizen's Advisory Group may be equally effective. On balance it would appear that the Citizen's Advisory Group should

be used as the prime interaction mechanism.

Establishing the Citizen's Advisory Group

Format of the C.A.G.: The extensive nature of this hypothetical project and the geographical diversity of interests that exist, suggests that the C.A.G. have two components. One component for the north half of the corridor and one for the southerly portion.

The logical subdivision (geographically and socially) is at the northern boundaries of Strong and Joly Townships, just south of South River. Each cycle in the study would require a meeting in each portion of the project. Powassan in the north and Burk's Falls in the south are the approximate population centroids and hence the respective meetings should, if convenient, be held in these centers.

Certain individuals who represent interests that overlap the above division would likely attend both meetings in any given cycle. While others representing more localized interests would likely choose to attend the meeting in their area. Thus there is one C.A.G., but two meetings per cycle of the planning study.

Initial Media Contact: A news release (or advertisement) in all the local media at this early point in the implementation of the public participation program should inform the public of the study (justification, scope and boundaries) the nature of the public participation program and who to contact concerning the above. This initial media contact will also aid in assessing the press and broadcasters who serve this area, (i.e. media co-operativeness, and public response to media).

Representatives: Ideally the representatives to the C.A.G. will be democratically selected by the groups they are to represent. Wherever possible members of the planning team should meet with these groups and outline the goals of the

planning study and the role public participation will play in this study. These early meetings should coincide with the regular meeting schedules of the various organizations (i. e. councils, ratepayers and cottagers associations, tourist associations, chambers of commerce, etc.).

The unorganized groups present a special problem. A considerable amount of field work will no doubt be necessary, in which as many of the individuals concerned as is possible must be contacted. Hopefully, the proceedings of the study itself will likely result in some concerned individuals contacting the study team directly. Once contact has been established, meetings and the selection of representatives can be carried out as if these groups were in fact organized. Ensuring the effective two-way communication between the study and those affected by it is always a concern, however, it will be a particularly sensitive one with these ad-hoc groups.

Operational Cycles: The purpose of these interaction cycles is to provide information to the public and to obtain and respond to information and concerns expressed by the public periodically throughout the progress of the study. The number of cycles that occur should be sufficient to ensure a meaningful public involvement but not so many as to exhaust the public's interest and enthusiasm. An initial target of four such cycles for this study would seem to be reasonable (based on past experience). However, the flexibility to meet the study's and the public's needs may require additional cycles.

Support Methods: The support methods required to prepare for the operational phase of the study have been: use of the mass media, telephone/letter and face-to-face encounters.

The role of the support methods during the operational phase is to improve the quality and effectiveness of the participation process. Their use, where controllable, must be synchronized with the program's cycles.

The inherent shortcomings of the C.A.G. approach suggest that special emphasis be given to use of the mass media and the distribution of resource material in this area.

The Mass Media: The Almaguin News (a weekly) is the only paper having a distribution throughout the corridor. The editor/owner is very active in local affairs. For these reasons this newspaper is considered to be the most effective public medium for the purposes of this study. Hence it is suggested that both public releases and advertisements be used in this paper in accordance with appendix D. The two remaining papers (The North Bay Nugget and The Huntsville Forester) and the five broadcasters (radio: - CFCH, CKAT, CKAR and T.V.: - CFCH and CKVR) should probably be used only to publish public releases. Press releases and/or advertisements should contain information on three things: - the present status of the study, including its justification, future events in the progress of the study and how the individual can become involved in the planning process.

Distribution of Resource Materials (other than at the C.A.G. meetings): The well distributed system of rural and urban centers indicates that the provision of resource material at designated locations (i.e. libraries, townhalls and other public buildings) may be valuable in providing the public with the opportunity to inform themselves on the salient issues of the study and their potential role in it.

In this area the distribution of information through unmanned displays, containing printed matter is probably sufficient.

Face-to-Face Encounters: Meetings with various individuals and groups will no doubt be required throughout the study. These meetings may vary from informal talks with concerned highway businessmen to a formal presentation to a group of cottagers concerned about potential noise impacts. An example of how one such encounter might come about is as follows:-

- The representative from the Hodson Lake Cottagers Association was unable to attend one or more of the C.A.G. meetings. A route has been proposed that would locate a future route one half mile east of this lake.

The representative having been notified (by registered mail) of the proceedings of the meeting(s) he missed expresses grave concern over this proposal. The cottagers then petition the Ministry demanding that such a route be taken out of consideration.

At this point an ad-hoc meeting should be held with this group to discuss the situation in full.

Telephone/Letter: These methods will be used extensively throughout the study. One of its most important roles will be to maintain contact with the representatives of the C.A.G. Registered mail should be used both to inform the representatives of impending meetings and to ensure they receive the minutes of past meetings (especially if they weren't in attendance). It must be remembered that we are relying on less than forty individuals to act as our two-way link with almost 24,000.

Statistical Methods: These methods would be used primarily to improve the planning teams appreciation of a given problem, or set of problems, (i. e. planner education). An example of their use is as follows: -

- It seems that a by-pass to the west of the rural community of Scotia would be preferable. This results in both the highway and railway occupying a single transportation corridor.

However, some concern has been expressed that the people, who are accustomed to the railway and don't view it as an impact, seem to prefer an easterly by-pass.

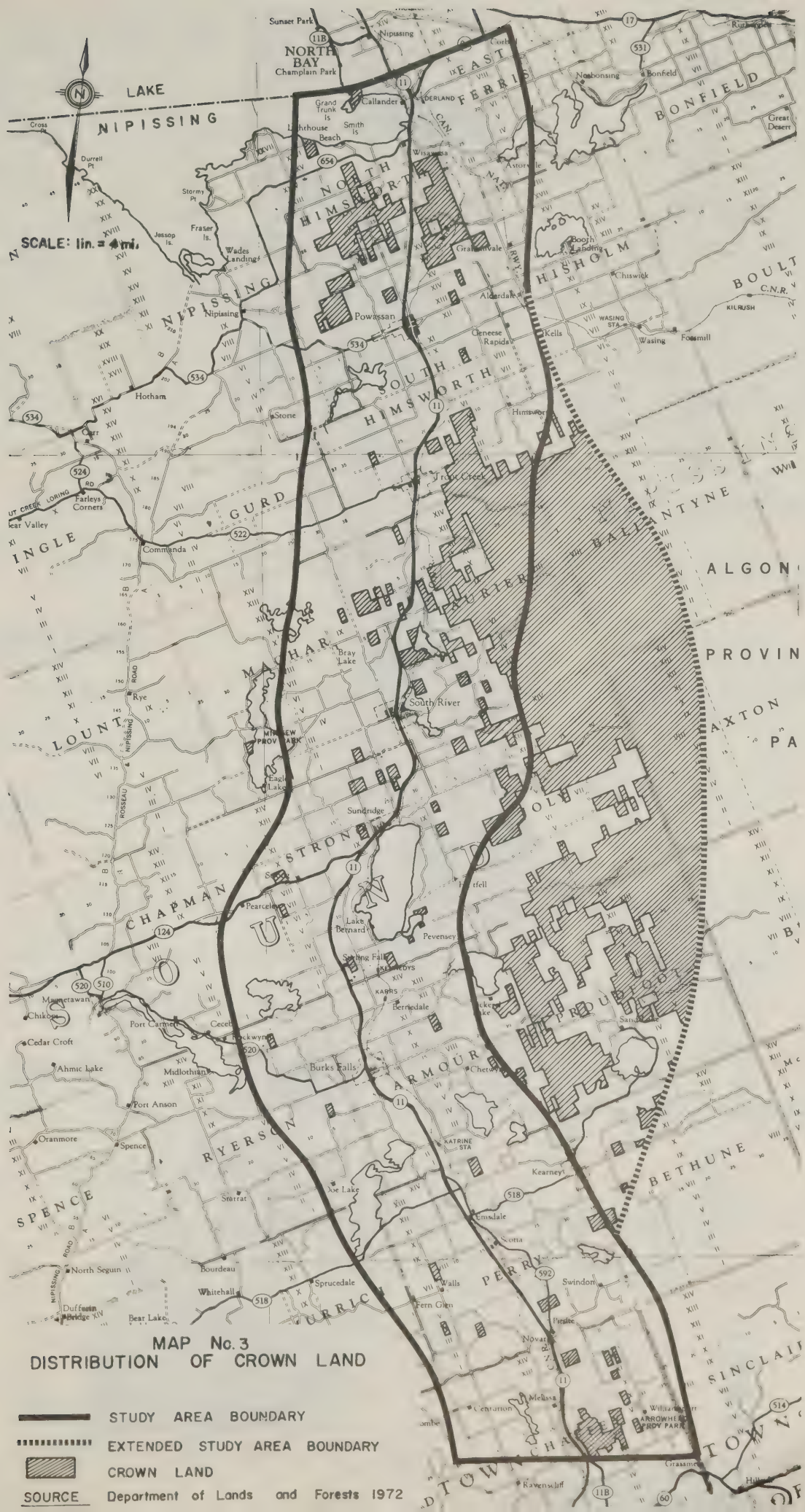
A sample survey of Scotia might be justified at this point. It would at least indicate what the community concensus of opinion is.

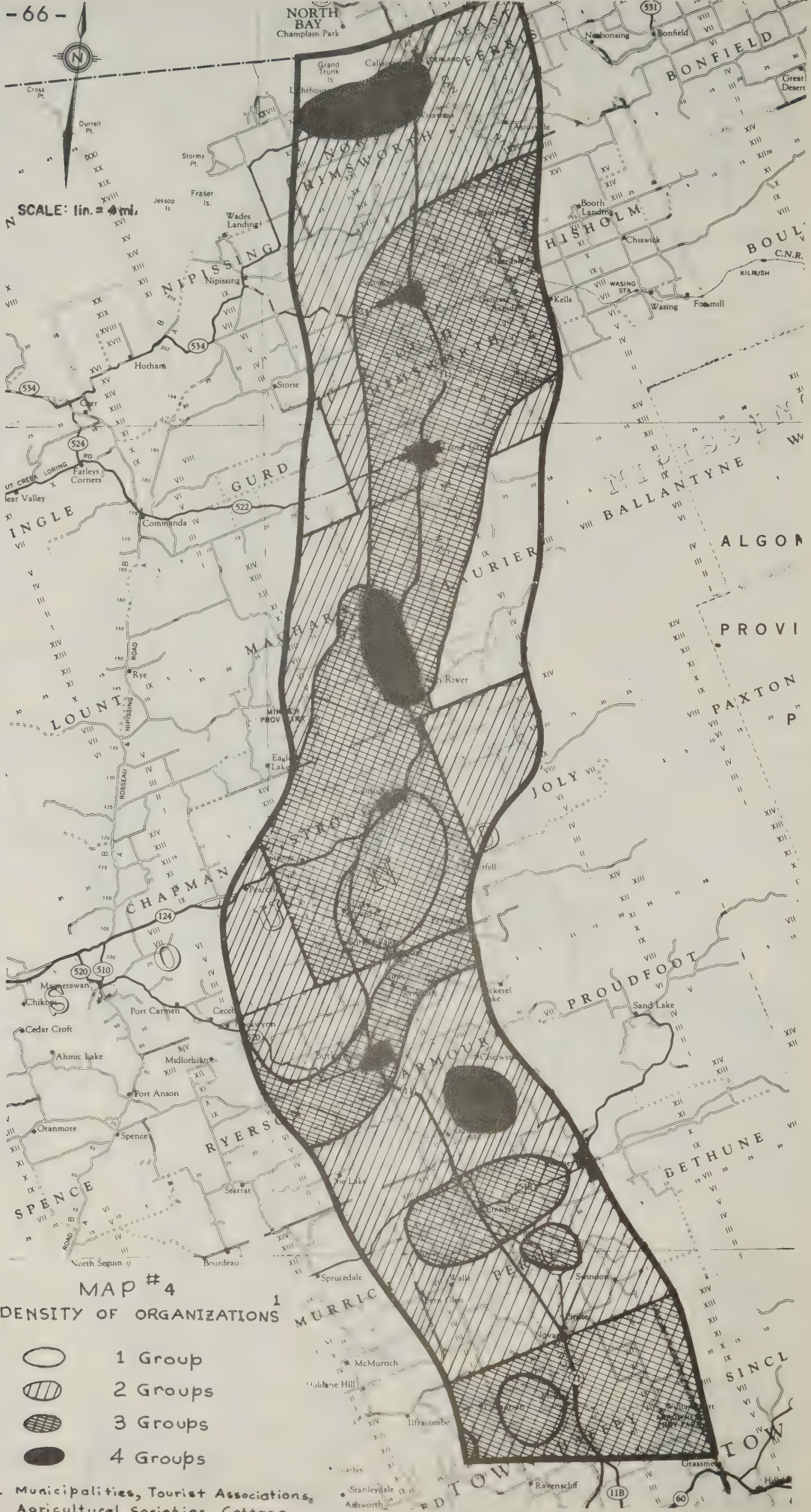


Population Concentrations

Urban

Rural





CASE STUDY II - PUBLIC FORUM SUGGESTED

Introduction

The project is the planned expansion of the existing Highway 69 facility to a four lane divided arterial between Highway 559 in the South and the French River in the North. The corridor includes the area within five miles of the Highway. (See Map #1). In addition a by-pass for the community of Pointe au Baril should be investigated.

Owing to the limited nature of such a project the emphasis of the public participation program will be on informing the people affected by it.

Community Profile

As in Case Study I, the source for the following background information is the environmental pre-study report.

Population: - Permanent corridor population - 1750

- Average density - 3.5 per square mile
- 2000 summer residences (many have been here since the turn of the century - "Shawanaga Islanders")

- Less than 10,000 individuals have a potential interest

Residential Activity (Permanent and Seasonal): - 5 small population clusters: Pointe au Baril (300), Byng Inlet and Britt (600), and the two indian communities of Shawanaga (100) and Pickerel (100)

- 14 areas of moderate residential development (permanent and seasonal)

- Map #2 indicates development patterns

Population Growth: - Static to slow decline among permanent residents

- Cottage growth controlled and limited by the land-use plan of the North Georgian Bay Recreational Reserve (See Map #3)

Towns, Villages and Townships: - There are no incorporated towns or villages

- One incorporated township (Carling) seven unincorporated townships

Ethnicity: - Predominately Anglo-Saxon, some french speaking Canadians in Britt area

- 400 band members belonging to three ojibway bands

- 220 reside in the corridor (on reserves)

Land Ownership (Map #4): - Most of the land belongs to the Crown

- 6 indian reservations - Hwy. 69 passes through three and impinges on two others

- 3 major aggregations of private property - Carling Township, Pointe au Baril, and the Shawanaga Inlet, and from Byng Inlet to Beganon Station

Employment: - Area suffers from unemployment - likely to increase with decline of forestry and commercial fishing

- Recreation and tourism employ an increasing proportion of the corridor's labour force

Economic Activities: - Recreation and tourism presently main stay of local economy

- Some industrial activity - Byng Inlet/Britt area (harbour and depot for oil distributors)

- 26 businesses on Highway 69 - density of 0.5 per mile of highway - 12 at Pointe au Baril (many are cottage oriented), 6 grouped between Britt and Bekanon Station, and 4 in the Lost Channel Road area

Organized Interest Groups (Map #5): - 3 political entities involved - 1 federal, 1 provincial and 1 municipal (Carling Township)

- 3 indian councils represent six reserves
- 4 commercial organizations (2 tourism and 2 chambers of commerce)
- 3 cottagers associations
- 1 trade association very active in northern portion (NOTO)

Unorganized Interest Groups: - Highway businessmen throughout corridor

- Cottagers in eight areas: Rock Island Lake, Naiscoot Lake, Harris River, Giroux Lake, Byng Inlet, Henvey Inlet, The Key, and the Pickerel River

- Large proportion of unorganized cottagers in close proximity to Highway 69

- Land owners and residents in all areas of Carling Township

Communications Media: - No publishers or broadcasters within corridor - media coverage appears sparse

- Parry Sound North Star (weekly) distributed throughout the corridor (coverage diminishes somewhat in the northern area)

- Sudbury Star circulated in northern portion

- Broadcasters received: radio - CKAR, Parry Sound, and television: - CKVR, Barrie, CKCO-T.V. 2, Kitchener/London, and CKSO, Sudbury

- The North Star, Star, radio-CKAR and T.V. CKCO-2 have all been involved in similar planning studies in this area. The two newspapers exhibited a high degree of interest in these projects, and all four media cooperated

willingly in them.

Community Leaders: - Sixteen individuals influential in local affairs. Five persons appear to be key opinion leaders.

Preliminary Contacts

The purposes of the preliminary contacts have been outlined in Case Study I.

Political: Three politicians should be contacted: the federal M. P. (owing to the indian bands involved), the provincial M. P. P. and the Reeve of Carling township.

- The telephone is suggested as the method of contact.

Indian: - The three Ojibway councils should be informed by letter of the study and its participation component. The Department of Indian Affairs and Northern Development (IAND) representatives (one in Sudbury and one in Orillia) should also be advised at this time (they were also contacted during the pre-study stage). A meeting should be arranged to take place with the councils (and possibly the bands) and include IAND personnel before the operational phase of the participation program commences.

Non-Political Organizations: - The eight known groups should be contacted by letter, mailed to the appropriate members of their organization's executive.

Community Leaders: - Owing to the scarcity of political and organizational representatives for the corridor community, special emphasis should be given to the community leaders who have been identified. It would probably be advantageous to arrange a meeting (or meetings) with these sixteen persons at this stage.

Choosing the Prime Mechanism

Community Structure: - The community structure is "rural dispersed". The area has a population density of less than half of what it is for the Parry Sound District as a whole.

Degree of Organization: - The majority of interests in the corridor are unorganized. (This is especially true of the interests most likely to be affected by such a project). Thus the area is considered to have a "low" degree of organization.

Project Scale: - Less than 10,000 individuals will be affected in any way by this project. Fewer than a 1,000 will have a direct involvement in it. Hence the project scale is considered to be "minor".

Level of Interest: - Projects to the South and North have likely increased local awareness of highway planning projects. However, it is expected that only a small proportion of the community will express more than a passing interest in this planning study. Anticipated exceptions to this are: the three Ojibway bands (much of their land has been required for the existing transportation facilities), the highway businessmen, and the cottagers who own land in the vicinity of the existing highway. Thus the level of interest predicted is "low to intermediate."

The above description occupies two cells in the model of Table I. Both suggest that a Public Forum approach be used.

Establishing the Public Forum

Format of the Public Forum: The project is basically an expansion of the existing facility. Hence the participation process should be designed to emphasize its role of informing the public. It should not attempt to induce a higher level of interest than is justifiable by the project's terms of reference. However, it must

be able to adequately involve those individuals who believe they will be affected by it. A "drop-in center" type of public forum is the format suggested for this project.

The project's length is fifty miles. Hence for the public's convenience two meetings per cycle should be held. The logical locations for these meetings are: Pointe au Baril (in the Chamber of Commerce building) and in Britt (in the public school).

Initial Media Contact: News releases should be used in all the media who have coverage in the area and are willing to publish or broadcast this information. The purpose being to inform the public of the study and its participation aspect and also to assess the public's response to the media. (This release should mention a tentative date for the first meetings).

Operational Cycles: Two interaction cycles will likely be sufficient for this project. However, the flexibility to expand the schedule in response to the study's and the public's needs must be maintained.

Support Methods: The support mechanisms that have been employed to prepare for the operational phase of the study have been: the mass media, telephone/letter and face-to-face encounters.

A foreseeable problem with the public education aspect of the program is in reaching all of the affected individuals (coverage). Preliminary investigation has revealed that mass media coverage in the corridor is incomplete. To improve the program's out reach it will likely be necessary to make use of posted notices (distribution of Resource Material) and direct personal contact (telephone/letter). In a rural relatively isolated area word-of-mouth is probably an important distributing agent for local news.

In order to improve the planner education aspect of the program, a limited use of statistical methods and face-to-face encounters with specific interest groups, where necessary, are suggested.

Mass Media: Likely the most effective mass media tools will be the Parry Sound North Star and the Sudbury Star. It is suggested that both news releases and advertisements be used in the Parry Sound weekly (it has the greater coverage and is the least expensive) and just the news release be placed in the Sudbury daily (its coverage is limited and it is more expensive to use). Media coverage in this area is suspected of being poor.

Distribution of Resource Materials: Prior to each meeting, posters should be placed in all the corridor's population centers - indian and non-indian. The primary purpose of these will be to augment the program's coverage. Posting of these notices is probably best handled by the staff of the Sudbury District (M. T. C.). In an area with such a low population density, the mailing of flyers or pamphlets to each home, is possible. However, it is felt that this project does not warrant such an intensive distribution (it might have the adverse effect of creating a larger than life image for this highway widening project.

Face-to-Face Encounters: - Certain cottagers (those located adjacent to the existing right-of-way), probably all three indian bands and possibly the highway's businessmen are likely to express much higher levels of concern and interest in this project than will the general public. In order to better accommodate their participation in the study, specific meetings with these interest groups may be required throughout the study.

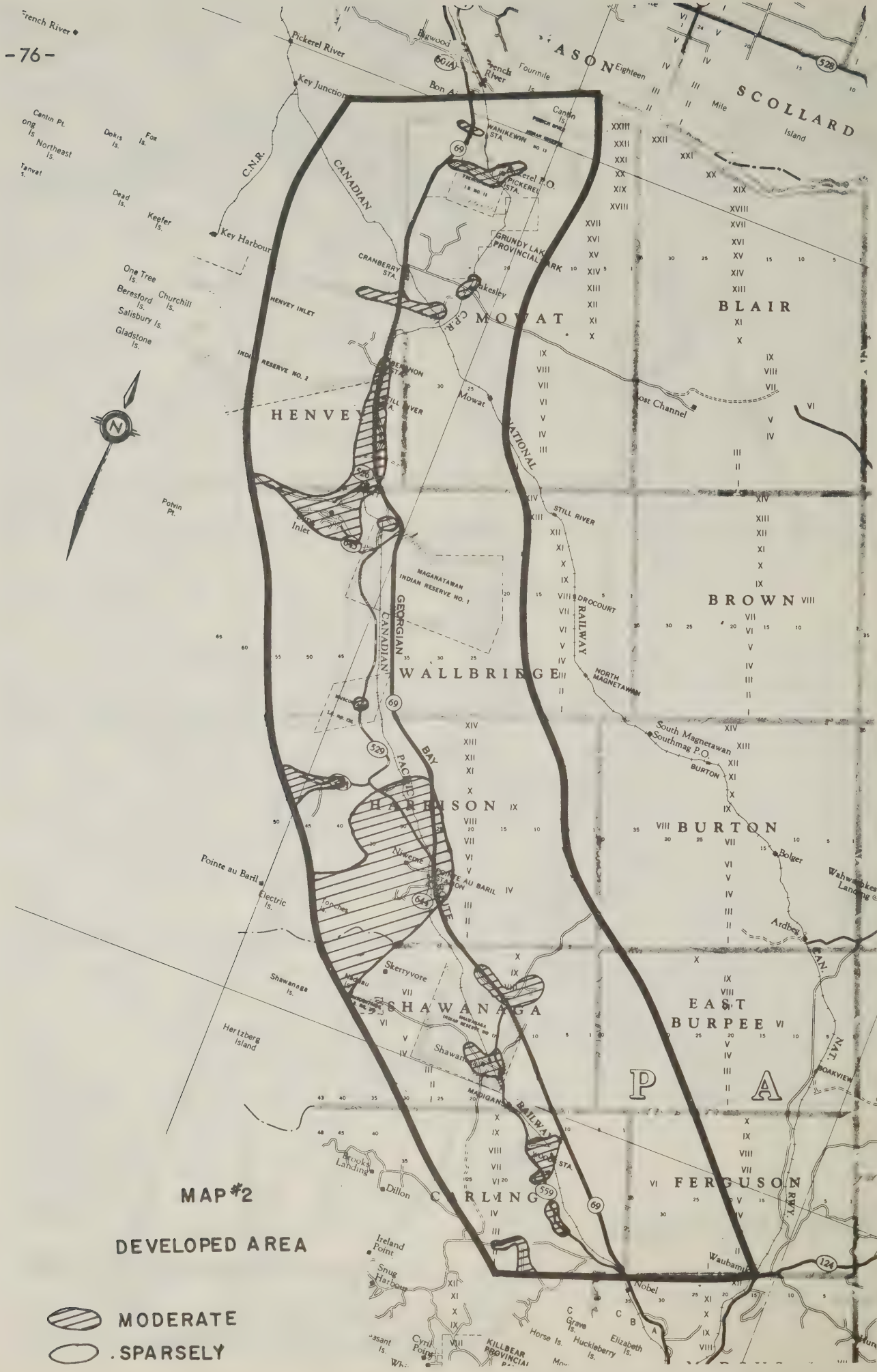
Telephone/letter: - These methods may be valuable in improving the program's coverage. Two weeks (or thereabouts) prior to each public meeting, such contact

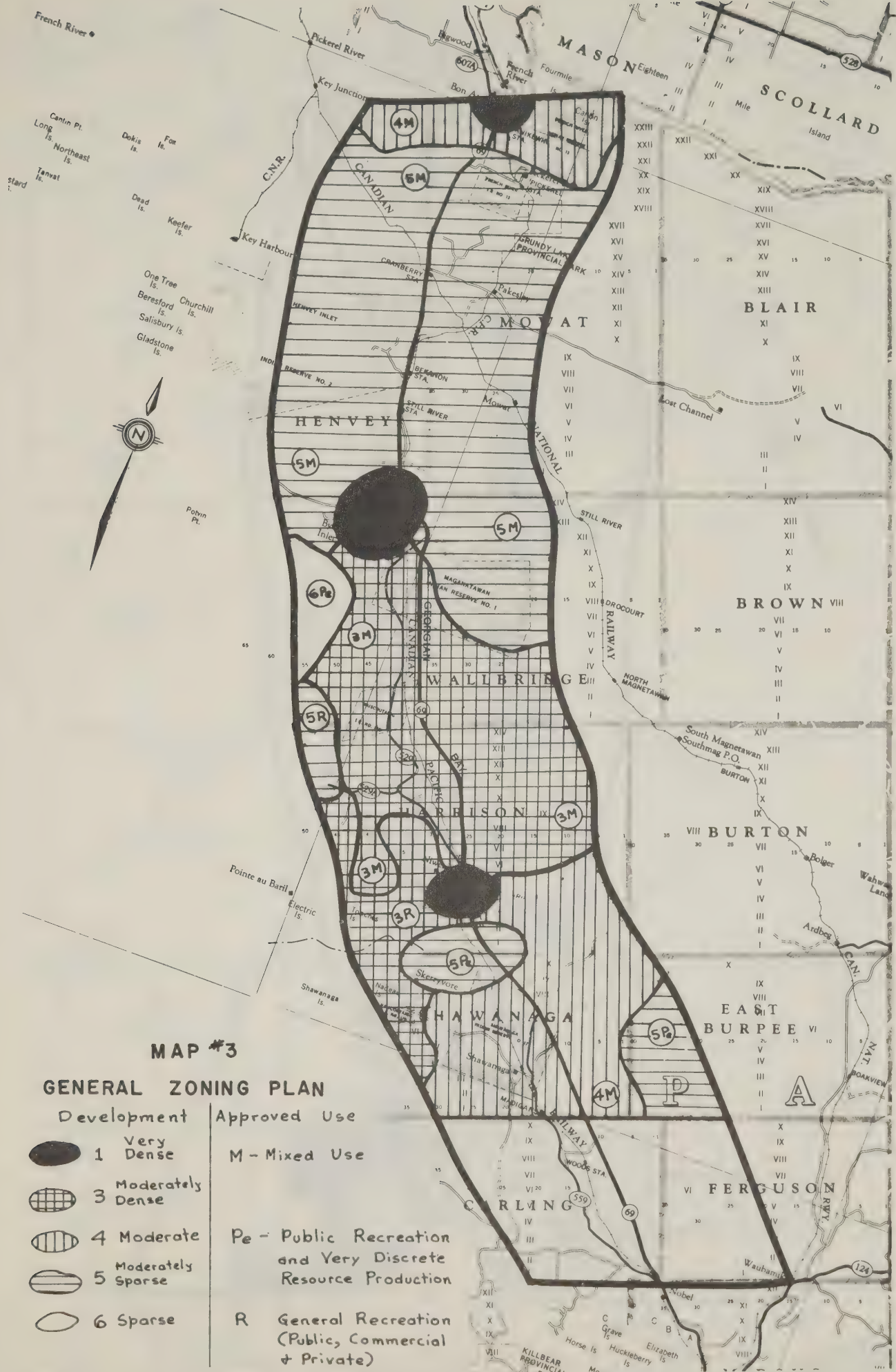
with the community leaders, organizations, indian councils, etc., might go a long way towards ensuring that all potentially affected persons are aware of these meetings. This type of direct contact will no doubt induce (and should be encouraged to do so) word-of-mouth spreading of information.

Statistical Methods: - These methods would likely be employed primarily during the public forum meetings, (e.g. comparison of impacts matrices, opinion polls, ...). They could also be used to randomly sample the public's response to a specific alternative (such as a by-pass of Pointe au Baril) or to quantify an unknown (such as the proportion of transient business conducted in Pointe au Baril).

HIGHWAY 69 - CORRIDOR

Study Area Limits





MAP #3

GENERAL ZONING PLAN

Development	Approved Use
1 Very Dense	M - Mixed Use
3 Moderately Dense	Pe - Public Recreation and Very Discrete Resource Production
4 Moderate	R - General Recreation (Public, Commercial & Private)
5 Moderately Sparse	
6 Sparse	

Source: Lands and Forests - N.G.B.R.R. - Report





APPENDIX D

The Effective Use of the Mass Media

The importance of the Media and their effective employment in the planning process warrants a short digression.

I The Press

The function of the newspaper is the dissemination of news that will attract readers. There are three major classification of newspapers. The weeklies have a greater interest in local news, the dailies combine this with varying degrees of national and international coverage. Every newspaper is greatly interested in news items affecting its immediate area.

There are two modes of communication with the public through the press - 1) the news release and 2) the advertisement (both of these can also be used in broadcasting). The first is free of charge -- the only requirement is newsworthiness. The advertisement must be paid for. The advantages of the "ad" are: Its appearance is both certain and controllable, and the content is known. A benefit of the "release" is that it often rates front page coverage (especially in the weeklies). For cost comparative purposes an "ad" that costs \$90.00 in a weekly paper may cost \$200.00 in a daily and \$600.00 or more in the Toronto Star.

To optimize information coverage at a reasonable cost, the following routine is suggested. Both the "ad" and the release should be employed. The press release(s) should precede the advertisement(s) by more than a week (to improve local awareness). The "release" should indicate that more details will be made available in a forthcoming "ad". The advertisement should appear less than a week before the event is to occur.

Local editors are valuable people to know. They are, as a rule, opinion leaders within the community and their early awareness of the public participation program and its objectives, is a certain asset.

II The Broadcast Media

The broadcast media consists of radio and television stations. There may not be a radio or T.V. station in the study area, however, it is likely that stations nearby reach these people.

Of the two varieties of T.V. stations (cable and network, the cable T.V. companies are the most interested in local news. In fact, most cable T.V. broadcasters have special community interest programs. T.V. stations prefer material that can be shown (i.e. videotaped interviews, pictures, posters, graphs, etc.). Before preparing graphic material, it should be determined in what form they want it (i.e. glossy or matte finish).

Radio broadcasters are always interested in local news items. A particularly effective awareness methods can be the "hot line" show. If Ministry staff appear on such programs some Ministerial policy or project can become a target, (e.g. the Spadina decision or the Ministry's compensation policies).

Broadcasting is a transient form of communication that has the potential of reaching large proportions of the indigeneous population. Hence, it is especially effective as an awareness creating method. The above suggests that the most efficient mode of communication through this media is the news release. Provided, of course, that the topic is newsworthy. A prepared news release should always be brief and to the point. Background information, if available, should be supplied to be used (or not) at the broadcasters discretion.

The broadcasters to know are: the general manager, the news director and the program director or chief producer. If they live within the general vicinity of the study area, they can be considered key opinion leaders.

The processing of material for the mass media is handled in two separate sections within the Ministry. These are: for the news release--the Information Section, and for the advertisement--the Tenders Section. Both of these sections have a great deal of expertise and experience in dealing with and preparing material for the mass media.

APPENDIX E

Some Specific Interaction Methods

Three contemporary methods for involving the public in planning are discussed in brief in this appendix.

I The Public Hearing

A public need has been identified by the planning staff and a solution has been prepared. The plan attempts to balance the need of the public at large for this transportation facility, while minimizing the impact on the affected community. However, there has been no open public involvement in achieving this optimum.

This plan is formally presented at the public hearing. A chairman conducts this meeting ensuring that the only issue for discussion is the plan itself. Public concerns that do not relate directly to the presented material are necessarily ruled, "out-of-order."

The meeting serves primarily to educate the public (a one-way informational flow) on a transportation need, defined and apparently already solved by the planning team. The hearing is generally a once only event, hence there is little opportunity for carefully considered and constructive criticism. The formal atmosphere of the meeting restricts the person to person type of interaction. This often has the effect of polarizing the public into two groups the "I think it's a great and progressive plan" people and the "I think it stinks" people. The result is that there is very little planner education involved in this technique and the public participation is generally of a very low quality. Only the most obvious negative features of the plan are likely to be identified.

II Statistical or Survey Research

Questionnaires or interviews are conducted of a sample of the public that is likely to be affected by a transportation project. In effect the planning team is using this representative sample to predict the community's response to a given project.

This technique to a certain degree does consult the public (i. e. sample) prior to the preparation of a solution. However, it is very dependent on the type of questions asked, and the capability of the person asking these questions. It does not allow for public interaction to occur. Nor does it allow for cyclical information exchanges throughout the study (it is a single event involving, as a rule, one planner and one citizen).

Thus while planner education aspect can be high (dependent on asking the right questions) the public education component is generally low.

III The Charette Technique

A group of citizens meet to solve a specific community problem. Planners act as a resource pool. The people set their priorities through intensive discussion and interaction. The planning team prepares alternative solutions that meet the established priorities. A concensus (formal or informal) is reached on a particular course of action and this preference is forwarded to the legislative body for ratification.

This technique assumes a problem that is readily and widely identifiable by the community. As well the solution is self contained, that is to say it is a proposal affecting only the involved community (such as, the location and design of a recreation center). Transportation projects in general

involve the public at large as well as the directly impacted community, (their greater scope limits the application of this specific involvement technique).

In the Charette the citizen is in effect planner, decision-maker and client.

Given that a problem fits the constraints imposed (i. e. easily definable community need, and will be self contained), this technique has a high potential for information exchange and mutual education.

